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DD/S 63-0992

15 February 1963

MEMORANDUM FOR: Executive Director

SUBJECT : Review of Legal Principles Governing the
Operation of the Director's Mess

1. Paragraphs 6 and 7 of this memorandum contain recommendations for the concurrence of the DD/S, OGC, and Comptroller and for the approval of the Executive Director.

2. The Director's Dining Room was established in February 1952 to provide the DCI, the DDCI, and senior Agency officials a dining room which is physically secure and serviced by cleared personnel where official functions of operational or representational nature can be held.

3. The legal basis for the use of Agency funds for the establishment and continued maintenance of this facility has been subjected to periodic review, and there are three formal statements by the OGC on this subject, one in July 1956, one in July 1958, and one in January 1959.

STATINTL [] Assistant General Counsel, included the following statement in his memorandum of 18 July 1956: STATINTL

"The desirability of an executive dining room in which senior officials of the Agency can get together for lunch, is not questioned. A good deal of business is transacted at these luncheons. An opportunity is afforded to bring together groups whose otherwise busy schedule might preclude such a meeting if it were not arranged at the meal hour when everyone has to get away from his desk anyway. Since the desirability of such an arrangement is apparent for any Government agency, it might have been difficult in the first instance to sanction solely an executive dining room in the absence of specific statutory authority, although the special security requirements of the Agency would lend some strength to the argument. However, where the dining room has been established by the Director for a justifiable official purpose, it is not necessary to question its existence when it is otherwise

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unoccupied seems proper so long as they pay for their own food. There might be some question of the legality of assigning two couriers part-time as waiters, but practices of this sort are not entirely unknown in the Government. (For example, there is no general provision in law providing for a recreation and services officer in the various departments and agencies; nevertheless, some employee or employees in every department seems to have that function."

The results of this opinion established the following: members of the Executive Dining Room paid for the cost of their own food (even when attending official functions), the charge at that time was a flat fee of \$1.00 per lunch. All other overhead costs (salaries, laundry, food consumed by the guests, supplies and equipment) was paid for out of Confidential Funds. It should be noted that the regulation governing operational entertainment at that time [redacted] required Agency personnel engaging in operational entertainment to reimburse the Agency \$1.00 as a token payment for food and drink consumed in the course of Operational Entertainment.

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STATINTL 4. Paragraph 4 of the [redacted] opinion (Tab A) raised, for the first time, the issue of assessing Mess members a charge in addition to the cost of food which was to be used as a contribution to general overhead. It is not completely clear what [redacted] meant by this paragraph but a subsequent statement on this subject by [redacted] (then DCI Executive Officer) which was concurred in by the OGC, the Comptroller and the Acting DD/S, clarified the issue (see Tab B). Tab B resolved the Director's position on the establishment of the Mess (as raised in paragraph 4 of the [redacted] opinion) and clearly stated:

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"Since the Director determined that the establishment of dining facilities was basically to fulfill a necessary official function, I feel that these overhead expenses (sic) spoilage of food, free meals to kitchen personnel, salaries of mess personnel, laundry costs, and the costs of heat and light, constitute a reasonable charge which should be borne by the Agency."

This memorandum reaffirmed the principle of charging members \$1.00 per meal and established the principle that any deficit incurred as a result of the various overhead charges in the operation of the Mess over and above the amount collected from the members was to be paid from Agency funds.

5. In planning for expanded operations of the Director's Mess which would result from the move to Langley, [redacted] raised the issue of payment of 25X1A salaries for additional personnel. Tab C sets forth the principle that personnel needed for the operation of the kitchen and the Director's small dining room

A3

[redacted] should be paid for out of Agency funds and that waiters used in the large dining room [redacted] and two others) would be handled as a reimbursable expense item to the Agency. At that time it was felt that three waiters working between 11:30 and 1:30 could handle the large dining room serving no more than 25 or 30 customers. On this basis the waiters working in the large dining room would be considered part-time help and their main jobs would be messenger or laborers for Logistics. To cover their part-time salaries, it was recommended that the price of meals be increased by \$.25 per meal and that the Agency be reimbursed \$.25 for each meal served members. It should be noted that this procedure was adopted before the dining room was in operation in Langley and without benefit of a cost experience factor or knowledge of actual labor required to maintain the new facility. Tab D is a memorandum from Chief, TAS setting forth these new procedures. STATINTL

6. Subsequent experience indicates that the assumptions upon which this reimbursement was computed were in error. I, therefore, recommend that this commitment be abrogated retroactively for the following reasons:

a. The expanded operations of the Mess required the full-time assignment of three waiters for the large dining room; mess membership has increased to a total of 212 and will continue to increase with a total anticipated membership of 250. Instead of the 25 to 30 customers a day planned in the Bricker memorandum of January 1962, we are now averaging 55 meals a day, and this is expected to increase considerably.

b. All Mess personnel now appear on the T/O of the Director's Office and, although waiters perform many other functions not related to the dining room, their primary job is concerned with the operation of the Mess. Consequently, the \$.25 per meal reimbursement does not cover salary expenses of the waiters assigned to the large dining room, but would represent a mere token contribution to salary overhead.

c. In spite of the agreement to reimburse the Agency \$.25 per meal (commencing March 1962), this has not been done, and at first glance it would appear that the Mess fund has an outstanding liability to the Agency of some \$1,717.50

for the period March 1962 through 15 January 1963. However, what has happened is that the Mess fund has been absorbing certain overhead costs previously paid out of Confidential Funds. For example, during the period 5 March 1962 through 15 January 1963 there was a total of 8,750 meals served to members, which would indicate a liability of \$2,187.50 to be reimbursed to Confidential Funds. In fact, the Mess fund reimbursed the Agency a total of \$469.80 in cash and absorbed a total of \$2,299.20 in overhead costs which, prior to March 1962, would have been paid for out of Confidential Funds according to the principles established in [redacted] memorandum of 9 January 1959. A breakdown of these overhead costs is as follows (meal prices based on average cost of food):

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|---|----|-----------------|
| Laundry | \$ | 630.70 |
| Meals for guests - 223 @ \$1.00 | | 223.00 |
| Meals for Mess personnel - 1,365 @ \$1.00 | | 1,365.00 |
| Coffee for USIB Conferences | | 80.50 |
| | \$ | <u>2,299.20</u> |

On this basis the Mess fund has contributed more than the \$.25 per meal surcharge on members' food bills (the \$1,717.50 liability being more than wiped out by the \$2,299.20 contribution to overhead expenses).

7. Based on legal principles already established as outlined above, and in recognition of the desire to have members make some contribution to salaries paid Mess personnel, it is recommended that this best be done by having the Mess fund absorb certain overhead expenses previously paid for out of Confidential Funds rather than being held to a flat rate per meal as suggested in the [redacted] memorandum of January 1962. The resulting figure may be more than or less than the original \$.25 per meal and would fluctuate based on volume, cost of food, and pricing structure, but would, in my opinion, satisfy the legal question raised by [redacted] that members make some contribution to salary overhead. Furthermore, any profits accruing to the Mess shall be refunded to the Agency at least on an annual basis and more frequently if circumstances so warrant. Under this formula, overhead expenses to be absorbed by the Mess fund shall include: laundry, meals and beverages for guests, meals for mess personnel, coffee for USIB conferences, and purchase of small items of supplies and equipment. It is

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felt that the current price structure of meals (i. e. \$1. 50 for the Steak Special, \$1. 25 for the Regular Lunch, \$. 75 for the Light Lunch, \$. 20 for soup and \$. 20 for dessert) is a reasonable charge for meals served and is high enough to absorb the aforementioned overhead expenses. The Mess Officer will review the menu price structure on a quarterly basis and make necessary adjustments reflecting increases or decreases in costs of food. In the event that income from members is insufficient to cover the aforementioned overhead costs (as well as the cost of food), particularly since the meals furnished guests (This does not include U. S. Government employees who may be guests, except when specifically approved by appropriate authority) are an uncontrollable variable, the Mess Officer reserves the right to bill the Agency for meals furnished guests should this item become too much of a burden on the Mess fund.

[Redacted Signature]

Assistant to the Director

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CONCUR in Recommendations in
Paragraphs 6 and 7:

Believe question of approving Government
payment for meals of Government employees,
and appropriate authority for such action may
require further consideration

APPROVE:

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STATINTL

for General Counsel

[Redacted Signature]

MAR 10 1963

[Redacted Signature]

Executive Director

13 March 1963

[Redacted Signature]

Comptroller

STATINTL

[Redacted Signature]

12 March 63

Acting Deputy Director (Support)

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Y

OGC 8-1234

9 July 1958

MEMORANDUM FOR: Executive Officer, DCI

SUBJECT : Director's and Executive Dining Rooms

1. We have reviewed the various papers pertaining to the above subject. Reference is made to a previous memorandum on this subject by this Office dated 18 July 1956, copy of which is attached. We believe the basic legal principle involved is that the Director, under the authorities available to him, may properly establish a dining room and necessary facilities if determined to be necessary for official purposes connected with the unique functions of this Agency. Stemming from this principle, all necessary expenditures of confidential funds for the establishment and operation of the dining room including cost of food for official non-Agency guests are proper expenditures.

2. It further seems appropriate that Agency officials present at such official functions should be required to reimburse a reasonable amount for food consumed. This can best be determined by reference to the audit reports of operations of the mess. In our view, the present practice of charging \$1.00 to Agency personnel in such situations appears to be proper under all the circumstances. This would be applicable to the category of luncheons designated as "official" in paragraph 2 of the study of 17 March 1958.

3. As to the other two categories, "special" and "regular," we believe, for purposes of considering the legal principles applicable to such luncheons, that they are essentially the same. We have previously stated that the use of the dining room by Agency officials for other than official luncheons is appropriate so long as reasonable charges are made. In our view the charge can be determined by first excluding all fixed overhead charges which are determined reasonably necessary to establish and maintain the dining facility for its primary purpose. It is apparent

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from the audit report that there are some overhead charges which fairly could be attributed to use of the dining room by Agency personnel and their guests solely for nonofficial purposes. Another way of stating it would be to say that nonofficial use directly and measurably increases the total overhead. Finally there is the cost of food actually consumed.

4. Without question costs of food consumed at nonofficial meals should be passed on to Agency personnel. It is possible that a pro rata portion of the overhead could be justified as an Agency expense on the ground that it is advantageous to the Agency that the individuals concerned have a secure place to gather for lunch to discuss and transact Agency business. In the absence of such a justification and a determination by the Director that this is necessary to carry out the unique functions of the Agency, it is our view that some portion of the overhead should be assessed the individuals. From our interpretation of the figures it would appear that this would necessitate increased charges from 20 to 25 cents per meal for all nonofficial meals.

5. Under the circumstances it appears proper that all charges for operation of the mess, in the first instance, be placed against confidential funds as a proper expenditure by the Agency. Subsequent predetermined reimbursement to the Agency would be required, as appropriate, either in the case of Agency employees attending an "official" meal or employees and their guests attending nonofficial meals.

6. A question might be raised about the policy in Agency Regulation [redacted] which no longer requires Agency personnel present at operational dinners to pay \$1.00 for their meals. However, in this particular situation of the Director's dining room there has been no assertion or justification for the Agency to bear the expenses of food consumed by Agency personnel, although the occasion is "official."

Att - 1

[redacted]
Deputy General Counsel

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cc: IG
DD/S

Comptroller
Audit Staff

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MEMORANDUM FOR: General Counsel
Comptroller

SUBJECT : Director's and Executive Dining Rooms

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1. I am enclosing a study of the operation of the Director's and Executive Dining Rooms conducted by [redacted]. The study revealed that the cost per meal for the regular, special and official luncheons amounted to approximately \$.90 excluding such overhead expenses as, spoilage of food, free meals for the kitchen personnel and salaries, laundry costs and cost of heat and lights.

2. Since the Director determined that the establishment of the dining facilities was basically to fulfill a necessary official function, I feel that these overhead expenses constitute a reasonable charge which should be borne by the Agency. Therefore, I am recommending that:

a. the sum of \$1.00 per meal continue to be charged the members of the mess for regular, special and official luncheons,

b. the overhead charge of \$10.00 for official luncheons be discontinued and that any deficit incurred as a result of overhead expenses in the operation of the mess over and above the amount collected from the members will be paid from Agency Funds.

STATINTL

[redacted]
Executive Officer

CONCUR:

DATE:

13 January 1959

[redacted]
Comptroller

* Concur subject to approval by the Deputy Director (Support) and the Director.

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Mr. [REDACTED]

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This is the latest development re the operation of the Director's Mess and it looks like we will have to continue with the same system as before except, of course, on a larger scale. To service the large dining room, we will need at least two more waiters and I would suggest that the hours of service in this room be from 12:00 to 1:00 for the benefit of the members of the Mess. In talking recently to Colonel White about the use of Agency personnel to operate the kitchen and the small dining room for Mr. McCone, he feels that we would be justified in having the salaries of [REDACTED] paid by Agency funds. The waiters used in the large dining room (Morton and two more) could be used from 11:30 to 1:30 and their time devoted to the Mess would be handled as a reimbursable expense item to the Agency. By using a round figure of 50 members using the large dining room and based on the GS-05 salary of three waiters pro-rated 2 hours daily, this would amount to the members paying about 30¢ per meal for waiter cost. This 30¢ figure added to the \$1.00 amount previously charged, will bring the total cost per meal to \$1.30. In regard to the waiters used in the large dining room, their main job could be messengers, for example, working in Logistics but used by us only between the hours of 11:30 and 1:30.

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If this system is acceptable, there are two things that should be accomplished fairly soon, namely (1) request O/Personnel for prospective candidates for part-time use as waiters [REDACTED] could be returned to Logistics which was his old office and then he could be used by us on a part-time reimbursable basis) and (2) preparation of a revised list of members of the Mess. On this latter point, I might suggest that we ask each of three Deputies for recommendations for a new listing.

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[REDACTED]
Assistant to the Director

For the Record:

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In conversation with [REDACTED], it was agreed that:

1. The operation of the Director's Mess in the new building will be handled in the same manner with the same personnel as previously handled in the Admin Bldg.
2. A price of \$1.25 per meal will be charged.
3. The large dining room will be reduced in size at least temporarily to handle no more than 25 or 30 customers.

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OGC 63-0484
28 63-4680
16 MAR 1962

MEMORANDUM FOR:

Assistant to the Director

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SUBJECT


**: Reimbursement for the Services of Agency
Personnel Detailed as Stewards in the
Director's Dining Room**

1. In accordance with your verbal request, this Office has reviewed the financial records of the Director's Mess for the purpose of determining the procedure to be followed in reimbursing for the services of Agency personnel who serve periodically as stewards in the Director's Mess. You indicated that the source of revenue to reimburse for stewards' services would be a service charge of \$.25 for each meal served and that the anticipated number of meals served would be 1,000 per month, which would provide collections of approximately \$250 per month.

2. It is suggested that on a quarterly basis, or more frequently if desired, the custodian of the Director's Mess remit service charges collected to the Finance Division Disbursing Office, located in room 6E-29, Headquarters Building. The remitter of the funds should identify the source as the Director's Mess and retain the original receipt with the financial records of the Mess. Finance Division will credit the funds to General Ledger Account 695 identified as Miscellaneous Receipts, category 3099, "Recoveries and Refunds not Otherwise Classified".

3. The procedure suggested above will accomplish the requirement to reimburse for the services of the stewards in a manner that the source of the funds will not be evidenced to the Fiscal Division of this Office or to the General Accounting Office auditors.

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Chief, Technical Accounting Staff

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| 4 | Executive Director |
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